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ABSTRACT

Wisconsin's Interlibrary Library Loan Task Force was created in 1994 to identify and discuss effective patterns and methods of sharing resources among libraries of all types in Wisconsin and to determine the direction that different organizational levels should take in resource sharing, and to evaluate existing state-wide resource-sharing protocols. These measure aim to help ensure that library users throughout the state receive equitable, cost-effective interlibrary loan service. This report discusses basic interlibrary loan services and Interlibrary Loan Task Force issues and recommendations. The following Task Force issues are summarized and then discussed in terms of background, problems, sub-issues, and recommendations: (1) How can Wisconsin library staff most effectively develop and use electronic resources to find information in response to requests from library users? (2) How can interlibrary loan and reference referral tools and services be improved? (3) How can users be better educated about interlibrary loan and reference referral services? (4) What should be done to assure library staff are adequately trained to carry out interlibrary loan and reference referral services? and (5) How should interlibrary loan and referral services be funded in order to assure equity of access throughout the state? (SWC)

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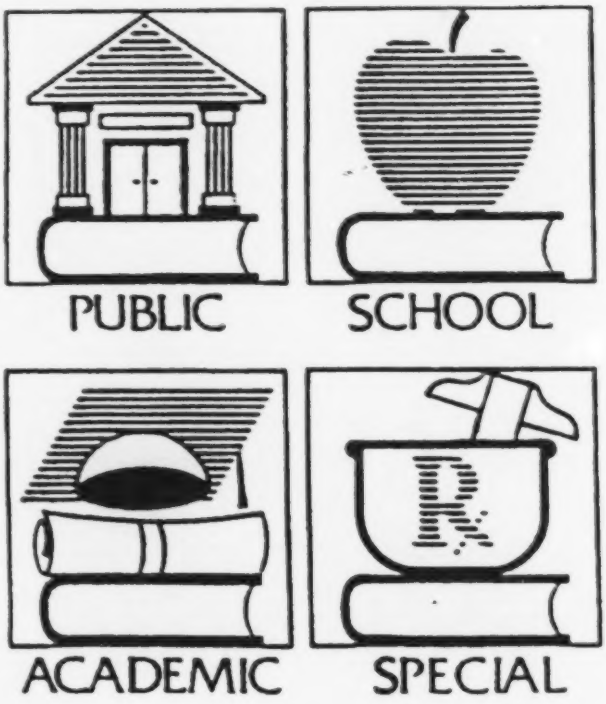
Report of the Interlibrary Loan Task Force



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Report of the

Interlibrary Loan Task Force

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Bureau for Interlibrary Loan and Resource Sharing

Wisconsin Department of Public Instruction
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Madison, Wisconsin

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Introduction

Purpose of the Task Force

State Superintendent of Public Instruction John Benson appointed the Interlibrary Library Loan Task Force in 1994 to accomplish two tasks.

- To identify and discuss effective patterns and methods of sharing resources among libraries of all types in Wisconsin. Aspects of resource sharing to be considered included technical developments, request referral patterns, document delivery sources and patterns, reimbursement questions, reference services, and other issues identified.
- To determine the direction that the Division for Libraries and Community Learning, library systems, and local libraries should take in relation to resource sharing, and to suggest revisions in or additions to existing statewide resource-sharing protocols that will help ensure that library users throughout the state receive equitable, cost-effective interlibrary loan service.

The Task Force held six meetings during 1994 and 1995 during which members discussed strengths, weaknesses, and problems related to interlibrary loan and developed five issue papers with recommendations. Members also outlined their expectations for basic interlibrary loan services, reviewed the 1985 guidelines and made recommendations which were incorporated into a newly revised version.

Definition of interlibrary loan and reference referral

Task Force members used the definition which is in the revised Wisconsin Interlibrary Loan Guidelines, 1996.

A transaction in which library materials, or copies of the material, are made available by one library or information service to another upon request for a specific item or general or specific information.

Requests made between two libraries by placing holds on a local automated system are considered to be interlibrary loan requests.

A public library is considered to be an entity organized under a single governance structure which may have multiple branches. Loan of materials between branches of the same public library is generally not considered to be interlibrary loan. Although it may occasionally be treated differently, loan of materials to or from academic, school, or special library buildings regardless of governing structure is considered interlibrary loan.

Strengths of the current interlibrary loan system

At its first meeting, group members discussed aspects of the current interlibrary loan system that are working well and those that are not working well. Wisconsin's current interlibrary loan system has a number of strengths, according to task force members. Transfer of requests is facilitated by on-line systems in some parts of Wisconsin and by other electronic technologies in other areas. WISCAT, the statewide union catalog on compact disc, and/or the national On-line Computer Library Center (OCLC) databases are available to make it easier for local and state-level interlibrary loan staff to determine which libraries around the state own items that local patrons have requested.

The group considered the flexibility of Wisconsin's resource sharing patterns and practices to be a strength as well. Low costs to user agencies, well-established policies and procedures, and request coordination by library systems and the state Reference and Loan Library also were described as advantages of the current interlibrary loan system.

In addition, library participation in interlibrary loan is widespread and a general attitude of cooperation prevails. Participants have wide access to in-state and out-of-state materials,

and they provide and receive fairly effective and efficient service. Task force members also noted that the existing materials delivery system reaches most areas of the state.

Problems with the current interlibrary loan system

The current interlibrary loan system does exhibit some weaknesses, however. State-level and local funding for resource sharing are inadequate, and reimbursement for providing interlibrary loan services is not standard statewide. State legislation to fund multitype library systems, which could support further interlibrary development, has not so far been passed. Group members also said that interlibrary loan staff need more training in interlibrary loan processes and procedures.

Providing equitable access can be a problem in some geographic areas and for some types and sizes of libraries, task force members said. Many library patrons have problems using interlibrary loan or are unaware that interlibrary loan services are available. It is too slow, and procedures ought to be streamlined. Delivery systems also must be upgraded, both to facilitate more FAX transmission of materials and to improve service to rural libraries and libraries of all types.

Other stumbling blocks were described as well. Staff are not well informed about copyright guidelines, and in some areas, such as use of electronic media, copyright guidelines affecting interlibrary loan are unclear or problematic. The Wisconsin Union List of Serials needs to be expanded and made available to more users in electronic form. Materials in audiovisual formats are not widely available, and access to electronic tools and resources is not adequate in many areas of the state. Further improvements in WISCAT are called for, including making it available on-line.

Relevant trends

The task force members identified a list of relevant trends as well. Among those considered likely to affect interlibrary loan service in the future is expanding use of electronic access methods and formats, including shared on-line catalogs, Internet resources, patron-initiated interlibrary loan, commercial information suppliers, full-text databases, and compact disc and on-line resources.

Demand for faster delivery will probably keep growing, task force members said, as will other user expectations and demands. They thought more and more individuals, as well as libraries, would gain access to the international Internet electronic network in coming years, which is bound to affect library services. Individuals using Internet resources from their home or office may decrease library use while those not having direct access may go to the library to use the Internet. These and other factors also could cause library staff and users to suffer from information overload.

The group thought that problems with the cost and funding of interlibrary loan services would become more acute in the future, that access inequities are likely to increase rather than diminish, and that application of copyright law would become more complicated. Other trends considered likely to affect interlibrary loan are the need to preserve library materials and a need for more standardization.

An increase in cooperation among libraries is another trend foreseen by task force members. They predicted that all types of libraries would eventually be included more systematically in ongoing resource sharing and planning.

Presentations and discussions

During the meetings, staff and task force members made presentations to provide group members background and updated information in a variety of areas.

Division for Libraries and Community Learning staff provided information on uses of new technologies. Automation consultant Bob Bocher provided information on Department of Public Instruction efforts to increase access to and use of the Internet. Other division staff described programs in other states, including Maryland, Ohio, and Washington. Reference and Loan Library director Sally Drew also provided an introduction to use of the automation standard for linking different automated systems (Z39.50). Division Administrator, Bill Wilson, examined the future of "virtual libraries," presenting the ideas of many contemporary commentators.

At a later meeting, Bill Wilson presented an overview of automated interlibrary loan system options and costs. Peter Hamon described how shared library systems can benefit interlibrary loan activities and presented information on costs of developing and operating the South Central Library System shared automated system. Kathy Schneider made a presentation on OCLC and discussed the possibility of creating an on-line statewide database using OCLC instead of the WISCAT database. Sally Drew provided use and cost information for WISCAT CD-ROM, the QuILL interlibrary loan system and Internet access. She also described the bid process used to select a vendor to continue the production of the WISCAT database and CD-ROM, on-line, local tapes, and interlibrary loan products.

Bill Wilson and Sally Drew gave presentations on the state budget situation and provided overviews of the purposes and the costs of the contracts for interlibrary loan services. Reference and Loan Library services and the costs of providing those services were also discussed.

A panel of library users described experiences with using the interlibrary loan services. The panel included Jan Coombs, freelance writer, Middleton; Ruth Ann Landsverk, family education consultant, Madison; Mike Girdwain, graduate student, University of Wisconsin-Platteville; Judy Ecker, project coordinator, DeForest Public Library; and Mary Barber, board member, DeForest Public Library. Panelists reported that they did not fully understand interlibrary loan processes and costs and suggested that interlibrary loan services should be better advertised. Some said they would like to be able to initiate interlibrary loan requests and make status checks directly. The library users agreed that it would be helpful if automated systems listing holdings in a local library explained that materials not listed potentially could be obtained through interlibrary loan. They also mentioned the potential value of making interlibrary loan forms more standardized or "less mysterious."

Panel members who had used automated library catalogs or WISCAT to locate materials expressed appreciation for these tools and also proposed various ways to improve them. In addition, they voiced concerns about the possibility that libraries might start charging for interlibrary loan, saying that this would discourage people from using the service.

In order to provide ideas from a more northern part of the state, task force member Karen Probst of Appleton Public Library added to the insights panel members provided by reporting on interviews about interlibrary loan that she had conducted with users at her library. The users she talked to seemed not to care where materials came from that were obtained for them through interlibrary loan. However, they did like knowing that interlibrary loan gave them access to many library collections. Appleton users also said it would be nice if information on the holdings of even more libraries could be included in WISCAT.

Interlibrary loan guidelines revisions

Task force members reviewed the Wisconsin Interlibrary Loan Guidelines, 1985 and made recommendations for revisions which included defining expectations for basic interlibrary loan services for the first time, endorsing the National Interlibrary Loan Code for the United States, 1993 and incorporating it into the guidelines, adding information on copyright compliance and the appropriateness of charging for interlibrary loan services to the guidelines, and updating the guidelines to reflect changes since 1985.

Interlibrary Loan Task Force members - 1994-95

David Polodna, Chair	Winding Rivers Library System
Peter Hamon	South Central Library System
Tom Tomczak	Milwaukee Public Library
Sharon Webb	Mid-Wisconsin Library System
Ellen Buchberger	Wisconsin Valley Library Service
Janis Berg	DeForest Public Library
Karen Probst	Appleton Public Library
Debra Sommi	Wisconsin Department of Transportation
Vibeke Lehmann	Wisconsin Department of Corrections
Pat Wassink	Colfax Schools
Bryan Schwark	UW-Platteville
Eugene Engeldinger	Carthage College
Judy Lyons	Wisconsin Indianhead Technical College
Julie Schneider	Mercy Health Systems Medical Library
Kathy Schneider	Wisconsin Interlibrary Services
Jan Coombs	Middleton, WI

Division for Libraries and Community Learning staff members

The following Division staff members assisted by providing information, facilitating small groups, recording notes from meetings and other activities.

Bill Wilson	* Division Administrator
Sally Drew	Director, Reference and Loan Library
Mary Struckmeyer	Section Head, Interlibrary Loan and Reference, Reference and Loan Library
Terry Wilcox	Interlibrary Loan Librarian, Reference and Loan Library
Kay Ihlenfeldt	DPI Library Librarian
Bob Bocher	Automation Consultant, Bureau for Library Development
Ruth Anne Landsverk	Family Education Consultant, Bureau for Community and Family Learning

Basic Interlibrary Loan Services

The Interlibrary Loan Task Force discussed and recommended which elements should be considered a part of basic interlibrary loan service. In addition, Wisconsin library staff should be knowledgeable of and follow the concepts outlined in the National Interlibrary Loan Code.

Users of any library (that library's "customers") should expect to be able to receive these services through the interlibrary loan network.

Access

- **Any type of library may initiate an interlibrary loan request.**
- **Customers are informed about interlibrary loan and reference referral services and are able to place interlibrary loan requests at access points that are convenient for them. Geographic location is not be a barrier to receipt of interlibrary loan and reference referral services.**
- **Public libraries are gateways to the interlibrary loan system for customers who are not served by another type of library or who need an access point for a particular type of information.**

Costs

- **Library governing boards and staff consider interlibrary loan to a library's primary customers to be a basic service and budget funds for provision of that service.**
- **A library's primary customers receive interlibrary loan services at no direct cost to the customer.**
- **Overall costs for providing interlibrary loan services are allocated within the statewide interlibrary loan structure at the local, area, and state level.**

Responsibilities

- **Library customers may ask for whatever information they need and expect that library staff will make a reasonable effort to obtain it.**
- **All library staff treat interlibrary loan requests as confidential except when they must discuss requests to carry out the administrative functions of the library.**
- **Library staff make an effort to understand copyright rules and fair use guidelines and to follow them consistently.**

Requests

- **Customers may make requests for known items and for information of a more general nature.**
- **Access to area, state, national/international bibliographic and holdings information is widely available for use by library staff and/or customers to use.**
- **Every library provides staff and/or instructions that help customers place requests and determine the best strategy for having their requests filled.**
- **Use of automated systems that allow patrons to place interlibrary loan requests directly is encouraged.**

Timelines

- Each library attempts to complete an interlibrary loan transaction within the time frame requested by the customer. Both borrowing and lending libraries begin processing all interlibrary loan transactions within three days of receipt.
- Library staff have a method of tracking interlibrary loan requests as they go through the process.
- Library staff use the most efficient and cost-effective method for delivering materials among libraries. This may vary depending on delivery methods available, their cost, and how effective the library has found various methods to be. Library staff choose a method that strives for two-day delivery within their system area and three-day delivery outside their area.
- Customers have access to materials borrowed through interlibrary loan for at least one week.

Materials

- Libraries lend materials in all types of formats. Those libraries designated by statute to lend materials are obligated to provide lending services.
- Any library that borrows specific types of materials through interlibrary loan is also expected, if it owns them, to lend those types of materials through interlibrary loan. A library may place limits on loans, but will attempt to lend as many materials as possible when requested to do so.
- Library staff follow general, statewide interlibrary loan guidelines and use existing mechanisms for balancing borrowing and loaning among libraries. State and area clearinghouses are responsible for reviewing and revising guidelines regularly and changing them as needed.
- Interlibrary loan is an adjunct to, not a substitute for, adequate collection development in local libraries. The interlibrary loan structure should be used to provide access to materials not readily available locally.

Summary of Interlibrary Loan Task Force Issues and Recommendations

Issue Statement 1

How can Wisconsin library staff most effectively develop and use electronic resources to find information in response to requests from library users?

Issue 1a

What should be the minimum access level and type of access to electronic information by type of library, patron, or information?

Issue 1b

What should be the role/function of the state, libraries (public, special, school, academic), library systems, consortia, and vendors in providing access or delivery of electronic information?

Issue 1c

What steps would move us toward a virtual database for Wisconsin libraries?

Recommendations

A. The Division for Libraries and Community Learning should work with libraries, public library systems, state and local government agencies, and vendors to make basic electronic access to information resources widely available in Wisconsin libraries.
   1. Library users should have equal access to the state's information resources regardless of where they live or what type of library that they use.
   2. Libraries should be provided dial up or leased line access to specified local resources, Internet, WISCAT (on-line), and to a statewide electronic interlibrary loan system.
   3. Libraries should be able to send interlibrary loan requests directly to each other electronically.

B. Local libraries, public library systems, and state organizations should play the following roles in providing access or delivery of electronic information.
   1. Local libraries should know and understand patrons needs, learn to use the materials in their collections effectively, request information or materials from outside referral sources, and maintain their records in local and state databases in which they participate.
   2. Systems should continue or enlarge the role of assisting libraries to use technology for interlibrary loan.
   3. Systems should coordinate or assist local library automation efforts.
   4. The state, public library systems and libraries should continually reassess interlibrary loan policy and protocols, which should not be driven by technology alone.
   5. The state and public library systems should reassess the role of interlibrary loan clearinghouses when electronic access is established in all types of libraries,
   6. The state should assure that all areas have equity of access to resources, encourage development of shared local systems, continue to develop and implement a statewide interlibrary loan system, assure equitable access to telecommunications, and develop automation standards.

7. The state should establish contracts for access to databases which would be available to all citizens.

C. The Division for Libraries and Community Learning should take the following steps to facilitate creation of a virtual database.
   1. Create an on-line version of WISCAT.
   2. Increase the number of libraries using the Internet.
   3. Encourage library access to local shared automated systems.
   4. Provide access to full-text databases.
   5. Utilize the Internet to interconnect the above resources when economically feasible to do so.

Issue Statement 2

How can interlibrary loan and reference referral tools and services be improved?

Issue 2a

How can interlibrary loan and reference referral services be better coordinated?

Issue 2b

How can equity of access throughout the state be assured?

Recommendations

A. Libraries should upgrade the following functions to better coordinate and improve interlibrary loan and reference referral services.
   1. Improve turnaround time when it is cost-effective to do so.
      a. Provide access to holdings information in automated circulation systems to library staff and patrons.
      b. Transmit interlibrary loan requests electronically.
      c. Use commercial document suppliers when it can be shown this would provide faster service at an affordable cost.
      d. Verify requests properly prior to sending them to other libraries.
   2. Improve delivery services to all areas of the state.
      a. Expand van delivery service, choosing routes to provide for the least amount of layover of materials.
      b. Make greater use of FAX delivery when it is appropriate to the format of the material being delivered.
      c. Investigate greater use of electronic delivery (e.g. Ariel).
      d. Send materials directly to library patrons when the materials do not need to be returned to a library (i.e. photocopies, brochures or other materials which can be kept.)
   3. Improve interlibrary loan patterns.
      a. Cooperatively plan to provide direct interlibrary loan services.
      b. Borrow and loan materials directly when the technology to do so is available.
      c. Continue to use clearinghouses for tasks they can do more effectively than local libraries.
      d. Increase reciprocal borrowing among libraries and continue to provide a system to balance traffic among libraries.
      e. Develop multitype library programs and facilitate cooperation by all types of libraries.

f. Develop and implement improved interlibrary loan systems for creating, recording, and tracking interlibrary loan requests.
g. Assure that the library user can keep materials for at least one week by adequately adjusting the borrowing time to allow for transit of materials.

4. Comply with federal guidelines and current copyright law.
   a. Assign expert staff at the state level to answer copyright questions for libraries.
   b. Develop guidelines for Wisconsin libraries.
   c. Use copyright clearinghouse services to assure royalties are paid when necessary.
5. Improve access to audiovisual materials.
   a. Encourage all libraries to share audiovisual materials through interlibrary loan.
6. Improve access to serials holdings information.
   a. Provide the Wisconsin Union List of Serials on-line or through the WISCAT CD-ROM project.
   b. Cooperate regionally in serials collection development.
   c. Provide electronic access to full-text serials.

B. The Division for Libraries and Community Learning should assure equity of access in Wisconsin.
   1. Provide all libraries with access to basic bibliographic and holdings information for Wisconsin libraries and a basic level of delivery service (combination of mail, van delivery, FAX or other means).
   2. Provide equal access to telecommunications for all libraries.
   3. Assist public library systems to equalize service for libraries.

Issue Statement 3

How can users be better educated about interlibrary loan and reference referral services?

Issue 3a

How can library staff inform users about interlibrary loan and reference referral?

Issue 3b

How can library staff teach users to use interlibrary loan appropriately?

Issue 3c

How can library staff help users make use of new technologies for interlibrary loan?

Recommendations

A. Library staff can better inform users about appropriate use of interlibrary loan and reference referral services by taking part in the following activities.
   1. Present talks to local service groups inside and outside the library explaining how interlibrary loan works.
   2. Schedule individual and group training sessions for frequent users and advertise sessions in the news media.
   3. Take part in the Wisconsin Library Association and American Library Association public awareness campaigns, including promoting interlibrary loan services during National Library Week.
   4. Sponsor public service announcements about interlibrary loan.

5. Develop brochures, short guides, and posters about interlibrary loan and reference referral services, and place bookmarks describing interlibrary loan services in all materials circulated.
6. Develop a short video or audiotape for users to use in the library.
7. Develop forms which can be easily understood and filled out by patrons.
8. Share information about the cost of interlibrary loan with patrons.
9. Provide messages on on-line systems informing users that other materials are available through interlibrary loan.
10. Expand access to and continue to develop on-line systems with direct user interfaces for interlibrary loan and train users in using them.

Issue Statement 4

What should be done to assure library staff are adequately trained to carry out interlibrary loan and reference referral services?

Issue 4a

How can delivery of staff development be improved?

Recommendations

A. The state, public library systems and local libraries should take the following responsibilities to improve staff development in providing interlibrary loan and reference referral services.
   1. State level responsibilities:
      a. Maintain staff at the Reference and Loan Library and WILS to consult on interlibrary loan problems.
      b. Develop a training session format and make a video explaining the basics of interlibrary loan.
      c. Include interlibrary loan training in basic certification requirements.
      d. Use existing newsletters to update library staff on interlibrary loan procedures.
   2. Public library system level responsibilities:
      a. Provide training sessions and consulting staff to work with local libraries.
      b. Include tips and updates on interlibrary loan procedures in system newsletters.
   3. Local library staff responsibilities:
      a. Learn to use materials in the library and check local resources prior to making an interlibrary loan request.
      b. Attend training sessions on a regular basis.
      c. Develop clear policy for offering interlibrary loan and reference referral services to all users without cost to the user.

Issue Statement 5

How should interlibrary loan and referral services be funded in order to assure equity of access throughout the state?

Issue 5a

What agencies should be compensated and for what costs?

Issue 5b

How can the costs of interlibrary loan and reference referral be best determined?

Issue 5c

How can interlibrary loan be made more cost effective?

Issue 5d

How will electronic access impact costs and how should it be paid for?

Recommendations

A. Consideration for compensation for interlibrary loan services should be made as follows:
   1. Providers of unique materials and services should be compensated for loan of their materials.
   2. Libraries engaging in reciprocal borrowing/lending should not expect to be compensated except when net lending is extensive and chronic over a period of time.
   3. Compensation may not always be monetary. Services as well as payment may be considered compensation.
   4. Compensation should cover costs for staff, materials and overhead. Overhead costs may include in-house supplies, postage, telephone bills, delivery and telecommunications charges.
   5. The Division for Libraries and Community Learning should explore the cost of supplying electronic information to libraries and develop a model for paying for or sharing this cost.

B. The method used to determine interlibrary loan and reference referral costs should be based in part on the reasons for needing to determine the costs. The following reasons could guide the determination of costs.
   1. To increase public awareness about the costs associated with interlibrary loan service.
   2. To decide whether it is more cost-effective to buy an item or to borrow it.
   3. To determine the best method for borrowing an item.
   4. To establish budgets.
   5. To establish appropriate roles and amounts for reimbursement.

C. Interlibrary loan can be made more cost effective under the following circumstances.
   1. The level of staff assigned interlibrary loan duties is carefully evaluated, and assignments are made to staff with the lowest level of skill needed.
   2. Creation of requests by users without staff mediation is encouraged.
   3. Local resources are used before materials are borrowed through interlibrary loan.
   4. Public awareness of costs is increased to encourage appropriate use of interlibrary loan services.
   5. Work routines are streamlined, record keeping reduced, and the need for all statistics reassessed periodically.

Issue Statement 1

How can Wisconsin library staff most effectively develop and use electronic resources to find information in response to requests from library users?

Background

Library staff currently use a wide variety of electronic sources to find information. Two large bibliographic databases, OCLC and WISCAT, are frequently used to find bibliographic and library holdings information. Emerging technologies such as the Internet and the growth of shared automated library systems provide other resources.

OCLC

OCLC, Inc. is a nonprofit library computer service and research organization dedicated to the public purposes of furthering access to the world's information and reducing information costs. Created in 1967 by libraries in Ohio, OCLC now serves more than 21,000 libraries in 61 countries.

A primary service of OCLC is cataloging (current cataloging, retrospective conversion, and contract cataloging) with an on-line union catalog containing 31.1 million records, growing by 2 million records per year, and 562 million holdings. All types of bibliographic records are represented (books, serials, maps, scores, sound recordings, audiovisual, and computer files). The database also contains 7.5 million volume-specific serials union list holdings. Linked to the catalog is an interlibrary loan system that offers electronic transmission of requests to multiple lenders, request tracking, statistical reports, a method for establishing prioritized groups for borrowing and an automatic, individually customizable fund transfer option. OCLC also offers reference services including databases and full text, and electronic journals. Products and services of OCLC are accessible through a dedicated telecommunications system or via the Internet.

There are 118 libraries in Wisconsin cataloging on OCLC with holdings of 106 additional libraries being contributed by processing centers. In Wisconsin, OCLC services are provided through Wisconsin Interlibrary Services (WILS).

WISCAT

WISCAT was developed by the Division for Libraries and Community Learning (DLCL) in 1983 to provide a single source of bibliographic records and holdings for Wisconsin libraries. Until 1987, the database was produced on microfiche. In 1988, the Division began to experiment with CD-ROM technology, and in 1989 the database was also made available on CD-ROM while the microfiche was gradually phased out. As of June 1995, the WISCAT database contained the holdings of 1,084 libraries, 5 million titles, and 24 million library holdings. The Division has managed the size of the database by maintaining a core set of titles and holdings which can be held on five CD-ROM drives and gradually creating discs for foreign language materials, audio-visual materials, and a quarterly supplement. Funds have been budgeted in 1995 to create a union list of serials by creating a separate disc for serial titles and detailed holdings. Approximately, 800 libraries are using the CD-ROM version of the database.

The WISCAT project continues to have two major goals; to provide a resource sharing tool for libraries of all types and sizes and to provide a source of USMARC records for use in local automated library systems.

The use of three software programs, MITINET/retro, MITINET/marc, and WisCon have allowed libraries which are not members of OCLC to create USMARC records very

inexpensively. To date, 494 libraries have extracted records from WISCAT and used these records in local automated circulation systems and on-line catalog programs.

WISCAT also allows libraries to create interlibrary loan requests and route them to other libraries. The QuILL program, currently under development, will manage the telecommunications and record keeping processes for participating libraries.

The Division is currently investigating the cost and feasibility of creating an on-line format for WISCAT in order to be able to use WISCAT via the Internet or dial up telecommunications and to allow WISCAT potentially to be linked to local automated library systems.

Database search services

The Division manages statewide database search contracts on behalf of Wisconsin libraries with Knight-Ridder Information, Inc., Ovid, and The H. W. Wilson Company. Libraries taking part in these contracts include 7 public library systems, 7 public libraries, 5 school libraries, 34 academic libraries, and 39 special libraries. These libraries spend approximately $570,000 on database searching per year. In addition, libraries contract directly with these and other vendors for other products and services, but no record is available of this participation.

The Reference and Loan Library searches electronic databases in response to subject and reference requests submitted by state employees and public library systems. In addition to the above database services, the Reference and Loan Library uses LEXIS/NEXIS, WESTLAW, DataTimes (a full text newspaper database) and selected CD-ROM products.

Full text databases

Full text databases are available in both CD-ROM and on-line format. It is possible to provide dial up capability to either format, however, the CD-ROM format would likely service a lesser number of simultaneous users. The most common types of materials available in full text are newspaper and periodical articles. Some sources also offer book materials. It is not always possible to obtain graphics or pictures from full-text vendors so depending on what is needed, digital full-text may not provide complete information.

Some libraries have begun to mount bibliographic indexes, some of which may offer full text information, on the computers operating their local automated circulation on on-line catalog systems. Authorized users can dial in to these systems and search this data in addition to the library's catalog.

DOCLINE

DOCLINE is the National Library of Medicine's automated interlibrary loan request routing and order referral system. The system was developed to improve document delivery service by linking the holdings of over 3,400 libraries and routing the interlibrary loan requests quickly and efficiently throughout the National Network of Libraries of Medicine. DOCLINE began operation in March 1985; and as of June 1993, over 2,500 libraries were participating in the automated system. In fiscal year 1992, 2.4 million requests were sent through the system. Using DOCLINE, medical library staff can create, edit, route, receive, fill, check status of, and maintain statistics on interlibrary loan requests. DOCLINE is linked to MEDLINE, its backfiles, the HEALTH file, CATLINE, SERLINE, and AVLINE databases allowing users to transfer bibliographic information into interlibrary loan requests. The system automatically equalizes the workload among potential lenders. End user software programs, Grateful Med and Lonesome Doc, allow physicians and other health professionals to search and place interlibrary loan requests.

Internet

The Internet is a telecommunications network developed in the late 1960s by the Defense Department. Over the years the Internet has expanded far beyond its original focus both in what it is used for and in who has access to it. In 1995, the Internet connected over 37 million users internationally. While the Internet is a decentralized network, the one characteristic shared by all network sites is the use of common communication protocols to transmit data. This helps insure that data are transmitted correctly regardless of what types of computers are connected to the network or where they are located. Data are transmitted between network sites via high speed telecommunication lines. Data can be transmitted at over 4 million characters per second, the equivalent of about 1,500 pages of text.

WiscNet is Wisconsin's network which is linked to CICNet, the Big Ten academic network. WiscNet became operational in 1991 and connects the University of Wisconsin and Wisconsin Technical College System campuses, private academic institutions, and state government agencies. The Department of Administration has established BadgerDial to provide dial up access from anywhere in the state at a fixed cost. Local telecommunications providers also offer Internet access in many Wisconsin communities.

Some of the most popular uses of the Internet include:

- use of electronic mail (e-mail) to communicate with others on the network
- access to electronic discussion groups on education and library issues
- ability to view and copy electronic files of information on a wide variety of subjects
- use of search software to simultaneously search a number of files at the same time.

Development of local automated library systems

The development of local automated circulation systems, especially those which are shared by more than one library, offers increased opportunities for sharing resources. Library staff or users can access the circulation system, identify titles which they want to borrow, determine if the item is available for circulation, place a hold or reserve on the item, and have it retrieved and delivered to their local library. This type of a transaction can replace the more traditional interlibrary loan transaction and save staff time and cost.

Use of Z39.50 protocol also offers the possibility of linking different vendors' systems in diverse locations so that staff or users can access bibliographic and holdings information in other systems using telecommunications links.

Public Libraries:

The Division did a survey in March 1994 on the "state of technology" in 380 public libraries. The survey sought to determine the number of libraries which had automated circulation systems and on-line patron access catalogs (OPAC). The survey asked those libraries which did not have automated systems if they expected to install a system within the next three years. A summary of the data is given below. For comparison purposes, some of the same questions asked about automated systems in the March 1994 survey were also asked in similar survey in March 1991. (Note: there were 375 public libraries in 1991.)

On-line Catalogs and Circulation Systems:

1994 survey		1991 survey	
72	have OPACs (18.9%)	22	have OPACs (5.9%)
136	expect to have OPACs within three years (44.2%)	88	expect to have OPACs within three years (24.9%)
19	allow the public to dial-in to their OPAC (5%)		(not asked)
126	have circulation systems (33.2%)	69	have circulation systems (18.4%)
111	expect to have circulation systems within three years (43.7%)	97	expect to have circulation within systems within three years (31.7%)

Of the libraries with automated systems in the 1994 survey, 38 of the 128 (29.7percent) are part of shared automated systems. The remainder are on "stand-alone" systems.

Academic Libraries:

The Division does not collect statistics on the use of technology in our state's academic libraries. However, a general overview is provided below.

All campuses of the University of Wisconsin system are automated with the NOTIS automated system. The modules widely installed include circulation, OPAC, acquisitions and serials. All of the larger private academic libraries have also implemented automated systems. This includes, for example, Lawrence University, Marquette University, and Beloit College. Many of the smaller academic libraries in the Milwaukee area are part of an automated consortium (SWITCH).

In addition to basic automated systems, a majority of academic libraries provide their students and faculty with access to informational databases.

School Media Centers:

The Division is in the process of tabulating the data from a comprehensive survey of media centers in Wisconsin's public schools. To date, survey results from 1,150 media centers have been tabulated. This represents 56percent of the 2,036 K-12 public schools in the state. Preliminary results of the data related to circulation systems and OPACs are;

1994 K-12 Media Center Survey

227 have OPACs (19.5percent of tabulated surveys)

480 have circulation systems (41.7percent)

Special Libraries:

No information is collected on the use of technology in Wisconsin's special libraries.

A Virtual Database

Many people refer to the concept of a virtual database when describing their idea of the future of information delivery. There are many different versions of this concept. The following is provided in an attempt to develop a common understanding for the purpose of discussion for this Task Force.

A virtual database would combine information from a multitude of sources located throughout the world into one seamless information resource. For example, users could sit at a public access information station and be able to access information on any particular topic, with the user's query being refined by interactive software. Information resources

matching the query could come from a variety of sources including newspapers, magazines, monographs, encyclopedias, research and technical reports, government publications, corporate reports and other resources. In addition, information could come from any of thousands of libraries and other sites connected to a global network. From the user's perspective, there would be no need to know the original location of the information. The information retrieved would be arranged, categorized and displayed based on the patrons stated preferences from previous dialogue with the search software. From the data retrieved, the user would have a number of options including viewing the cited resource, full text retrieval (including any multimedia resources), or options to refine the original search.

Technically, the concept of a virtual database could be achieved by linking various automated systems together using the Z39.50 national standard for linking databases. This standard allows the user of one automated system to search another automated system without having to learn the second systems search strategy and protocols. Automated systems can also be linked through Gopher, World Wide Web, and other specialized servers and software.

Problems

1. There are many types of electronic access to different automated systems and as yet there are few methods for linking them together.
2. Access to electronic resources is not the same across the state.
3. Access to digital lines or high quality voice lines is not even across the state.
4. Users will increasingly want to have direct access to electronic information from homes, offices, and other places, including the ability to place interlibrary loan requests.
5. WISCAT needs to be placed on-line in order to accommodate growth and to link to other systems. More library collections need to be added to WISCAT and serials holdings (WULS) need to be incorporated into WISCAT.
6. The Z39.50 protocol is not yet in wide use, and the long term effectiveness and cost of its operation to link many libraries together is still largely unknown.

Subissues

Issue 1a

What should be the minimum access level and type of access to electronic information by type of library, patron, or information?

Issue 1b

What should be the role/function of the state, libraries (public, special, school, academic), library systems, consortia, and vendors in providing access or delivery of electronic information?

Issue 1c

What steps would move us toward a virtual database for Wisconsin libraries?

Recommendations

A. The Division for Libraries and Community Learning should work with libraries, public library systems, state and local government agencies, and vendors to make basic electronic access to information resources widely available in Wisconsin libraries.

1. Library users should have equal access to the state's information resources regardless of where they live or what type of library that they use.
2. Libraries should be provided dial up or leased line access to specified local resources, Internet, WISCAT (on-line), and to a statewide electronic interlibrary loan system.
3. Libraries should be able to send interlibrary loan requests directly to each other electronically.

B. Local libraries, public library systems, and state organizations should play the following roles in providing access or delivery of electronic information.
1. Local libraries should know and understand patrons needs, learn to use the materials in their collections effectively, request information or materials from outside referral sources, and maintain their records in local and state databases in which they participate.
2. Systems should continue or enlarge the role of assisting libraries to use technology for interlibrary loan.
3. Systems should coordinate or assist local library automation efforts.
4. The state, public library systems and libraries should continually reassess interlibrary loan policy and protocols which should not be driven by technology alone.
5. The state and public library systems should reassess the role of interlibrary loan clearinghouses when electronic access is established in all types of libraries,
6. The state should assure that all areas have equity of access to resources, encourage development of shared local systems, continue to develop and implement a statewide interlibrary loan system, assure equitable access to telecommunications, and develop automation standards.
7. The state should establish contracts for access to databases which would be available to all citizens.

C. The Division for Libraries and Community Learning should take the following steps to facilitate creation of a virtual database.
1. Create an on-line version of WISCAT.
2. Increase the number of libraries using the Internet.
3. Encourage library access to local shared automated systems.
4. Provide access to full-text databases.
5. Utilize the Internet to interconnect the above resources when economically feasible to do so.

Issue Statement 2

How can interlibrary loan and reference referral tools and services be improved?

Background

Wisconsin librarians have a long tradition of cooperating to facilitate resource-sharing activities at the local and state level. Libraries of all types serve as both lenders and borrowers of both print and non-print materials intended to fill requests for both specific items (author/title requests) and information (reference/subject requests).

The most recent statistics on the volume of statewide interlibrary loan for all types of libraries were obtained in 1987 by King Research, Inc. which published A Study of Interlibrary Loan and Reference Referral Services In The State of Wisconsin in November, 1988. According to this study, the total number of interlibrary loan items requested in Wisconsin in 1987 was estimated to be 850,600. Of this total public libraries requested 421,900 items, academic libraries 92,800, school libraries, 93,300 and special libraries 242,600. In addition to this, it is estimated that 297,700 reference/subject requests were placed.

The Division for Libraries and Community Learning maintains annual statistics for public libraries. In 1994, the latest year for which statistics have been compiled, public libraries loaned nearly 665,000 for a rate of .12 item per capita or one book for every 12 people per year. In 1993-94 fiscal year, University of Wisconsin libraries loaned 158,262 books and requested 91,473 from other libraries. There are no comparable figures collected annually for all types of libraries. However, if volume for all types of libraries grew at the same rate as for public libraries, a statewide annual total for 1994 would have been approximately 1,116,000.

Several editions of written Interlibrary Loan Guidelines were published by the Division for Library Services in the early 1980s. The King study showed a variety of borrowing patterns existing in 1987, with public libraries tending to refer through a network of clearinghouses (40percent), and 41percent of the total going directly to the owning library. Borrowing patterns have been influenced by many factors, including organizational evolution of participating libraries, funding patterns, transmission equipment and verification tools.

Participants in the statewide network include:

- Wisconsin Reference and Loan Library (R&LL)
- Wisconsin Interlibrary Services (WILS)
- Milwaukee Public Library (MPL)
- Public library system clearinghouses and resource libraries
- Libraries of all types and sizes

The Reference and Loan Library

The Traveling Library and the Free Library Commission were forerunners of the Reference and Loan Library. Over the past one hundred years, the library has developed a collection of materials to meet the needs of a wide variety of users where local resources have not been sufficient to meet their information needs.

Today the Reference and Loan Library is mandated by statute to "provide specialized information services" to public, school, state agency, institutional and other types of libraries. R&LL acts as a clearinghouse for requests from 17 library systems, state agencies

and institutions, as well as for libraries that are not served through a library system. State agency employees are served through their agency's library, if one exists, or directly if there is no agency library. Residents and staff of correctional and mental health institutions are served through their local institution's library. Requests are filled from the R&LL collection or are referred to libraries of all types throughout the state and nation. Funding for this service is included in the Wisconsin Department of Public Instruction's budget, since the Reference and Loan Library is officially DPI's Bureau for Interlibrary Loan and Resource Sharing.

Wisconsin Interlibrary Services

Wisconsin Interlibrary Services (WILS) is an agency sponsored by the Council of Wisconsin Libraries (COWL), a not-for-profit corporation which includes all types of libraries in its membership. WILS was originally created to provide interlibrary loan access to the library collections on the campus of the University of Wisconsin-Madison. WILS service has expanded to include the referral of interlibrary loan requests among all of its member libraries. There are currently 77 members (including the 17 library systems and the Reference and Loan Library), who pay an annual membership fee. WILS libraries are also charged a "per transaction" fee, depending on the level of referral for each request. Access to WILS for public, school and other types of libraries served by the Reference & Loan Library has been funded by a resource sharing contract between the University of Wisconsin-Madison and the Department of Public Instruction, Division for Libraries and Community Learning. Contract money is appropriated by the state Legislature.

Milwaukee Public Library

Milwaukee Public Library provides statewide access to its collection under a contract agreement with the Department of Public Instruction, Division for Libraries and Community Learning. The contract allows library systems to access Milwaukee Public Library's vast resources when materials cannot be obtained locally. Funding for contract staffing and supplies costs is appropriated by the state Legislature. Space and use of the collection are funded by Milwaukee Public Library. Due to insufficient state funding, this contract will likely be discontinued during 1995-96.

Public library systems

As public library systems developed, interlibrary loan and reference clearinghouse services became a strong component of system service. Systems contracted with resource libraries to fill author/title and subject requests received from member libraries. Requests that could not be filled at the resource library were referred by system staff to the Reference and Loan Library.

Several public library systems have developed shared automated circulation systems and on-line catalogs which include some or all of the public libraries in the system area. In these areas, libraries may place reserves on items in the shared database, requesting that the item be delivered to the appropriate system library. In most cases, these systems have delivery systems operating at least 3 days per week or more. When automated systems are used in this way, interlibrary loan could be considered a form of circulation and is handled with less staff intervention. The requesting library is usually able to determine whether or not there is a copy of the material immediately available.

As public library systems developed further, many began to offer interlibrary loan and reference services to other types of libraries in their areas. Although attempts have been made to convert public library systems to multitype systems through legislation, these

efforts have not been successful. According to the King Study, requests filled by clearinghouses cost less, but were not filled as quickly.

Specialized library networks

Special libraries sometimes have agreements for sharing resources among libraries with similar specialties or businesses. Medical libraries share resources on a national basis using the DOCLINE automated interlibrary loan system. School libraries and academic libraries may also sometimes have agreements within a specific area. The libraries with the Wisconsin Technical College system sometimes share resources among themselves prior to using other libraries.

Evolution of interlibrary loan services

In the 1970's, the Reference and Loan Library, the UW-Madison campus libraries and Milwaukee Public Library were the primary collections available for interlibrary loan. The majority of request traffic consisted of referrals made from the local level to state level providers. UW-Madison campus holdings were verified on microfilmed copies of the campus card catalog records. Milwaukee Public Library holdings were verified on a microfiche list of titles. Requests were referred by teletype from the public library system headquarters to the Reference and Loan Library and by WILS member libraries to WILS. Many individual libraries also referred requests to WILS and the Reference and Loan Library. The primary delivery mechanism for sending materials to the borrowing library was the United States Postal Service.

With the advent of OCLC, originally created as a database of catalog records with library holdings attached, it became possible to identify the holdings of a much wider number of libraries throughout the state. OCLC records were also used to create The Wisconsin Union List of Serials (WULS), the first tool to list in one place the periodical holdings of libraries of all types throughout the state. In 1983 WISCAT, a database of Wisconsin Library holdings, was created making it possible to identify the location of materials in some of the smallest libraries in the state. At this point, both WILS and the Reference and Loan Library expanded their clearinghouse services to include referrals back down the line to member and local libraries.

As tools pinpointing the location of items were developed, direct referrals became more feasible. OCLC developed an interlibrary loan subsystem designed to facilitate direct transactions by allowing a borrowing library to create a lender string of up to five potential lending locations, checked in succession. OCLC has become a major transmission tool for academic and special libraries.

Until 1980, there were no written guidelines for interlibrary loan patterns in the state of Wisconsin. In 1979, concern among members of the library community about the potential impact on interlibrary loan of verification and transmission tools such as OCLC and WULS led to the creation of a Statewide Committee on Interlibrary Loan and Reference Referral Patterns in Wisconsin. The committee members were charged with developing guidelines for area-to-area, state-level, and out-of-state interlibrary loan and reference referrals. In May of 1980 this committee published the first codification of guidelines for interlibrary service among libraries of all types. Although changes have been made in state-level policies and procedures, necessitated primarily by funding problems, the Guidelines have not been updated since the third edition, published in 1985.

Current ILL patterns

Today much of the structure of the Guidelines remains. Use of WISCAT, OCLC, and WULS allows verification of title or issue ownership before submitting a request. Depending

upon the verification tools available at the local library and referral protocols agreed upon within each system, in some systems requests may be referred directly to a member of the same library system in hopes of filling the request without the use of the library system's clearinghouse. These library systems may have a "priority list" to help local libraries determine who to send the request to first. Requests that remain unfilled at the system level are sent to the library system's interlibrary loan clearinghouse for further referral. Libraries without these tools may send all of their requests to the library system clearinghouse for processing.

When a request needs to be referred outside of the library system, the system's interlibrary loan clearinghouse staff will select the referral source. In order to balance the workload among the state's library systems, a hierarchy has been developed so that requests are first sent to other public library systems that receive the fewest requests. Systems currently refer directly to other library systems when the title or issue has been verified as owned by five library systems or less. Requests for items owned at more than five library systems may be referred through the Reference and Loan Library. A library system may refer directly to all library systems if they so choose.

Systems may also refer requests to WILS directly when staff have verified that a title is only owned on the UW-Madison campus or at the Wisconsin State Historical Society. Systems may include other WILS members in the holdings string sent to WILS so that the request can be referred by WILS to WILS member libraries if it is unable to be filled on-campus. Some systems prefer to send requests with WILS-only locations to the Reference and Loan Library for further verification.

The Reference and Loan Library accesses a variety of locations that are not system-accessible in order to use WILS contract funds effectively. The Reference and Loan Library recommends that systems send serial requests without system-accessible locations to the Reference and Loan Library, where serials searchers check verifications in an attempt to fill requests from non-WILS sources in order to stretch dwindling contract dollars.

The Reference and Loan Library refers requests on behalf of state agencies and institutions as well as several technical colleges and special libraries that are not served directly by their geographic library system. Likewise, all Wisconsin libraries that are not system-accessible or WILS members are accessed by the Reference and Loan Library on behalf of libraries.

Problems

1. Equity of resources and services

While there is a rapidly growing demand for interlibrary loan services, not all types of libraries are able to offer their patrons equitable access to this service. Interlibrary loan is a labor-intensive activity and providing good service means keeping detailed records of all transactions. In libraries of all types, there is often not sufficient staff to devote time to keeping records and statistics, to clarify patron needs, or to verify requests before they are referred to another resource. Automation of the process has been explored by WILS and by the Division, but the high volume of traffic has made it difficult to find or develop a single system which will efficiently and inexpensively handle all statewide traffic.

In addition to staff, many libraries are not able to afford the latest technology which could improve interlibrary loan service. Access to many on-line systems and remote databases is expensive due to vendor fees or telecommunications costs. The cost of commercial vendor fees and alternate delivery systems may also be prohibitive. Telefacsimile machines allow for speedy delivery of some documents, but still have limitations. The size and nature of documents transmitted as well as availability of staff to run the machines are limiting factors.

State-level and public library system clearinghouses have made some attempts to balance referral loads, but because resources are not evenly distributed some libraries have become net lenders. Direct interlibrary loan is increasing, with referral decisions based on fast service because of delivery schedules, alphabetical listings in verification tools, and geographic proximity, rather than equitable distribution of requests. As the trend toward direct borrowing continues, it is likely that distribution of requests will be even more uneven.

Although small libraries are willing to share their materials as evidenced by their participation in WISCAT, they cannot always afford to pay for services associated with interlibrary loan, such as photocopy, van delivery or postal costs. If larger libraries begin to charge for interlibrary loan services, not only will small libraries be unable to purchase materials needed, they will also no longer be able to borrow them.

Materials in some library collections, while listed in verification tools, may not be available for loan because of local policies. For example, school library collections are not accessible during the summer months. Many libraries will not loan audiovisual and other nonprint materials.

As funding decreases at all levels and as users demand speedier service and more resources, additional libraries increasingly discuss the possibility of charging for interlibrary loan requests.

2. Interlibrary loan patterns

Despite efforts to codify statewide interlibrary loan patterns, a multiplicity of borrowing patterns has evolved. Clearing the local geographic area before making referrals outside this area continues to be one of the basic tenets of national interlibrary loan procedures and is a prime factor in Wisconsin's Interlibrary Loan Guidelines, although patterns have also evolved based on the needs of specific types of libraries. Legislation to create multitype library systems might have encouraged more local area loans between libraries of different types, but there was insufficient support to get it passed during the previous two biennia.

Speed of delivery is often the prime criteria for corporate and research organizations initiating interlibrary loan requests. These types of libraries are likely to have funds available to pay for materials, so they are more likely than other types to get materials from commercial document clearinghouses. Health sciences libraries generally participate in DOCLINE, an automated system for requesting articles from medical journals, because the materials they most often need are located in specialized collections, not necessarily located in Wisconsin.

Advances in technology and delivery systems have led to more direct borrowing. OCLC is best suited to direct library-to-library transactions, although clearinghouses such as WILS have adapted it to their needs. The current bulletin board system developed and used by the majority of libraries accessing the Reference and Loan Library was designed for use in a hierarchical network, but QuILL, a new automated system, could facilitate direct borrowing protocols. Shared on-line systems which provide access to call numbers and circulation status provide a greater opportunity for direct borrowing by both libraries and patrons.

The Reference and Loan Library has also made changes in service patterns to allow limited direct access. In order to align itself more fully with the mission of the Department of Public Instruction and in an attempt to respond to school library/media staffs' requests for faster service, the Reference and Loan Library has experimented with providing some reference and interlibrary loan service directly to school personnel. School library staff may now submit interlibrary loan requests for audiovisual and for other materials verified as owned by the Reference and Loan Library directly instead of passing requests through the local public library system clearinghouse. Subject requests for information related to educational policy and planning may also be submitted directly to the Reference and Loan Library. In 1994, the Reference and Loan Library agreed to house, catalog and lend over 3,000 video cassettes previously owned by the UW-Extension's Bureau of Audiovisual

Instruction (BAVI). Videocassettes verified as owned at the Reference and Loan Library are now booked and loaned directly to requesters from libraries and other organizations, including K-12 school personnel and faculty and staff at academic institutions.

Development of the Internet has also impacted interlibrary loan. Local on-line catalogs at many libraries around the state and the nation are now accessible to libraries and to individuals using home computers. It is not clear to either individual users or librarians how requests for materials identified on the Internet should be placed.

Despite these advances in technologies, many interlibrary loan requests are not transmitted electronically. The telephone and U.S. mail or delivery vans are still used for transmission of some requests. Some libraries receive and transmit requests by several different methods, resulting in dispersion of energy and expanding needs for staff training.

Staff at the Division have discussed updating the 1985 Guidelines to reflect these changes. However, as more direct referrals are made and more variations in patterns occur at all levels, it becomes increasingly difficult to clearly and concisely describe these patterns.

3. Turnaround time

In an age where the instantaneous transmission of information is possible, interlibrary loan is perceived as a slow process. Slow turnaround time was identified as a problem in the King report which found that "satisfaction with response time is generally low." Elements of the service which need to be speeded up include transmission of requests and statistics, responses to requests, and delivery of actual materials.

4. Additional state level responsibilities

Diminished funding at both the state and local levels has resulted in changes in referral patterns. Because of reductions in funding for the state level interlibrary loan contracts, the Reference and Loan Library staff have taken on added responsibilities for verifying, referring, and keeping statistics for referrals to WILS and its member libraries. Public library system clearinghouses also have taken on more responsibility for referrals to other public library systems. Responsibility for direct referrals within public library systems has been passed on down the line to individual local libraries, which may lack both sufficient staff and the technology to handle local referral traffic. These refinements of the 1985 Guidelines have not been codified in an official document.

5. Delivery

In some areas of the state there is very good inter-system van delivery. Among the systems participating in the van delivery, local van delivery (intra-system) varies from very good to inadequate. In some areas of the state there is no local van delivery, as the wide-spread geographic area would be impossible to service well (or cost-effectively). Those systems that do not participate in van delivery use the U.S. Postal Service most often. Fourth class library-rate mail has just experienced a rise in postage costs by 69.4percent, and UPS rates are also increasing.

6. Collection development

One of the recommendations of the King study was cooperative collection development. Little progress has been made in this area since 1987.

As funding for libraries at all levels diminishes, the concept of ownership versus access is being considered by staff responsible for buying library materials. For example, as the cost of journal subscriptions continues to spiral up, interlibrary loan of specific articles may be considered preferable to maintaining subscriptions to many journal titles. This means that

fewer libraries will own needed resources, and interlibrary loan traffic to access these resources will increase.

7. Audiovisual formats

Not all libraries lend all formats of audiovisual material. Some libraries have added monographic holdings to WISCAT, but have yet to add their audiovisual holdings. System level staff feel that to facilitate lending, a statewide decision that audiovisual materials are considered comparable to book materials is needed. An experimental cooperative agreement with MINITEX (which is comprised of libraries in Minnesota, North Dakota and South Dakota) is underway to determine if we can borrow audiovisual items cooperatively with participating out-of-state libraries.

8. Copyright

Libraries have many questions about copyright. They look to the WILS and the Reference and Loan Library staff for answers to everything from basic to very complex questions. There are many questions about copyright and the newest technologies. Copyright compliance is not always understood or followed.

To assure compliance with copyright law, commercial document suppliers provide copies of journal articles for a fee, part of which covers a licensing agreement with the copyright holder. Although these document delivery services provide speedy service and a guarantee that copies are legal, not all libraries can afford to pay the fees charged.

9. Serials holdings

As technological development and the "information explosion" continue to be significant factors in our society, there is an increasing demand for current and technical information. This material is indexed in automated databases, which are becoming increasingly available to the public. Requests for journal articles are increasing, and verification procedures for serials are more complicated than for other items.

Verification of a request for a journal article involves not only identifying the holder of a subscription to the journal, but locating a holder of the specific issue which includes the desired article. WISCAT does not yet show volume-specific holdings for serials, and WULS is no longer the only source of information on journal holdings. Two of the largest academic libraries in the state, UW-Madison and UW-Milwaukee, are using NOTIS instead of OCLC to record current serial holdings. If on-line verification is used for serials requests, both OCLC and the on-line catalogs for UW-Madison and UW-Milwaukee must be checked. Libraries which do not have access to or cannot afford to pay for on-line access to these tools must check several sets of microfiche (updated annually) to locate the best referral source for a journal article.

Subissues

Issue 2a

How can interlibrary loan and reference referral services be better coordinated?

Issue 2b

How can equity of access throughout the state be assured?

Recommendations

A. Libraries should upgrade the following functions to better coordinate and improve interlibrary loan and reference referral services.
   1. Improve turnaround time when it is cost-effective to do so.
      a. Provide access to holdings information in automated circulation systems to library staff and patrons.
      b. Transmit interlibrary loan requests electronically.
      c. Use commercial document suppliers when it can be shown this would provide faster service at an affordable cost.
      d. Verify requests properly prior to sending them to other libraries.
   2. Improve delivery services to all areas of the state.
      a. Expand van delivery service, choosing routes to provide for the least amount of layover of materials.
      b. Make greater use of FAX delivery when it is appropriate to the format of the material being delivered.
      c. Investigate greater use of electronic delivery (e.g. Ariel).
      d. Send materials directly to library patrons when the materials do not need to be returned to a library (i.e. photocopies, brochures or other materials which can be kept.)
   3. Improve interlibrary loan patterns.
      a. Cooperatively plan to provide direct interlibrary loan services.
      b. Borrow and loan materials directly when the technology to do so is available.
      c. Continue to use clearinghouses for tasks they can do more effectively than local libraries.
      d. Increase reciprocal borrowing among libraries and continue to provide a system to balance traffic among libraries.
      e. Develop multitype library programs and facilitate cooperation by all types of libraries.
      f. Develop and implement improved interlibrary loan systems for creating, recording, and tracking interlibrary loan requests.
      g. Assure that the library user can keep materials for at least one week by adequately adjusting the borrowing time to allow for transit of materials.
   4. Comply with federal guidelines and current copyright law.
      a. Assign expert staff at the state level to answer copyright questions for libraries.
      b. Develop guidelines for Wisconsin libraries.
      c. Use copyright clearinghouse services to assure royalties are paid when necessary.
   5. Improve access to audiovisual materials.
      a. Encourage all libraries to share audiovisual materials through interlibrary loan.
   6. Improve access to serials holdings information.
      a. Provide the Wisconsin Union List of Serials on-line or through the WISCAT CD-ROM project.
      b. Cooperate regionally in serials collection development.
      c. Provide electronic access to full-text serials.

B. The Division for Libraries and Community Learning should assure equity of access in Wisconsin.
   1. Provide all libraries with access to basic bibliographic and holdings information for Wisconsin libraries and a basic level of delivery service (combination of mail, van delivery, FAX or other means).
   2. Provide equal access to telecommunications for all libraries.
   3. Assist public library systems to equalize service for libraries.

Issue Statement 3

How can users be better educated about interlibrary loan and reference referral services?

Background

Several national surveys of public library use have been undertaken over the last two decades. A Gallup survey was completed in 1978, the American Library Association compiled information on the "Life Style Profile of the Library User" in 1987, and most recently, in 1990, Equifax-Harris conducted a survey called "Consumers in the Information Age." Although the questions and percentages of respondents differed somewhat in each survey, the trends were similar. Most of the information reported here comes from the Equifax-Harris poll.

The 1990 poll results showed that six out of ten Americans used the public library in the past year. This is a 15percent increase over the use shown by the Gallup poll. Of those who said they had used the public library in the past year, 42percent said they used library services 12 or more times; 24percent said they had done so 5 to 11 times; and 33percent said they had used the library 1 to 4 times in the last year.

There had also been a substantial increase in use of nearly every library service since the Gallup survey, with the exception of "read newspapers or magazines," which remained constant at 49percent. "Took out a book," remained the most popular, polling 91percent of all library users; the Gallup survey found only 75percent used this services. Twenty-five percent of all library users reported using a computer terminal at the library in the past year.

Although there were no direct questions concerning use of interlibrary loan services, the response of users on how they would use a computer if they had one at home was interesting. More than two-thirds of the American public said that if they had a home computer, it would be either "very valuable" or "somewhat valuable" for them to obtain on-line information from the public library or a nonprofit service. Of those respondents who felt such a service would be "very valuable," the strongest percentages were among those aged 18-24 and 30-39, those with either a postgraduate education or some college, and those earning more than $50,000 a year. Low-income people also expressed considerable interest, however, as did those with less than a high school education. Furthermore, Hispanics and blacks showed greater interest in home computer connections to a library or to a nonprofit service than did whites.

Chandra G. Prabha and John E. Ogden from OCLC attempted to build on a number of past studies to estimate national interlibrary loan volume. Their estimates for annual volume for 1993 were: public 13.39 million, academic 7.44 million, federal 2.88 million, and special libraries 4.20 million. Together, these types of libraries made a total of 27.91 million interlibrary loans in 1993.

Public interlibrary loan library use in Wisconsin is higher than in it is nationally. According to annual statistics kept by the Division for Libraries and Community Learning, public libraries loaned nearly 665,000 items in 1994 for a rate of .12 per capita or one book for every twelve people per year. The national average is a rate of .03 per capita. Interlibrary loan accounted for less than 2percent of the total loans to Wisconsin residents. Similar statistics are not available for other types of libraries in Wisconsin.

Problems

1. Many library users are not aware that interlibrary loan services are available.
2. Library users who do use interlibrary loan services do not understand procedures and protocols for using the service effectively.
3. Library users do not understand the cost of interlibrary loan to the library.
4. There is an increasing public demand for information and speed of access.
5. Users do not always pick up materials which are requested on interlibrary loan.

Subissues

Issue 3a

How can we educate users about interlibrary loan and reference referral?

Issue 3b

How can library staff teach users to use interlibrary loan appropriately?

Issue 3c

How can library staff help users make use of new technologies?

Recommendations

A. Library staff can better inform users about appropriate use of interlibrary loan and reference referral services by taking part in the following activities.
   1. Present talks to local service groups inside and outside the library explaining how interlibrary loan works.
   2. Schedule individual and group training sessions for frequent users and advertise sessions in the news media.
   3. Take part in the Wisconsin Library Association and American Library Association public awareness campaigns, including promoting interlibrary loan services during National Library Week.
   4. Sponsor public service announcements about interlibrary loan.
   5. Develop brochures, short guides, and posters about interlibrary loan and reference referral services, and place bookmarks describing interlibrary loan services in all materials circulated.
   6. Develop a short video or audiotape for users to use in the library.
   7. Develop forms which can be easily understood and filled out by patrons.
   8. Share information about the cost of interlibrary loan with patrons.
   9. Provide messages on on-line systems informing users that other materials are available through interlibrary loan.
   10. Expand access to and continue to develop on-line systems with direct user interfaces for interlibrary loan and train users in using them.

Issue Statement 4

What should be done to assure library staff are adequately trained to carry out interlibrary loan and reference referral services?

Background

Training for interlibrary loan and reference service is available from a variety of sources depending on the type of library a person works for and the interlibrary loan network a person participates in.

Public library systems are active providers of workshops on reference service and interlibrary loan topics. Systems are responsible for delivering interlibrary loan and reference services to their public library members and many systems also process requests on behalf of school, special, technical college, and other libraries. Training is an integral part of this service delivery. Reference and Loan Library staff often take part in these workshops.

State level clearinghouses, WILS and the Reference and Loan Library also offer training. WILS provides workshops on using OCLC and on interlibrary loan protocols and procedures. The Reference and Loan Library holds semi-annual meetings with system and/or resource library interlibrary loan and reference staff. Informal training is frequently provided through phone consultation while processing requests.

Library associations also offer opportunities for library staff from all types of libraries to obtain training. Conferences held several times a year usually have programs on these topics.

Training on interlibrary loan is offered through UW-Extension over the ETN Network and through workshops. Larger libraries sometimes offer in-house training.

Problems

1. The world of information delivery is changing very quickly and there are constantly new sources for staff to learn or take into consideration. The ability to verify bibliographic information and holdings data is increasing, but staff knowledge of and access to these sources has not always kept pace. Staff are not always aware of what they do not know or need to know and may not seek out training.
2. Interlibrary loan and reference service referral processes require knowledge of a great deal of detail and are still labor intensive. There is a perception among administrators and other library staff members that interlibrary loan staff may be slow to adopt new or faster methods of carrying out their tasks. Staff have not been trained and may not yet use available sources of electronic access. There is sometimes friction between staff who meet the public and interlibrary loan staff over the amount of information needed from the patron in order to refer a request.
3. The cost of training needs to include not only fees for courses, but the cost of release time and travel.

Subissues

Issue 4a

How can delivery of staff development be improved?

Issue 4b

How can the interlibrary loan and reference referral process be simplified or changed to minimize staff development needs?

Recommendations

A. The state, public library systems and local libraries should take the following responsibilities to improve staff development in providing interlibrary loan and reference referral services.
   1. State level responsibilities:
      a. Maintain staff at the Reference and Loan Library and WILS to consult on interlibrary loan problems.
      b. Develop a training session format and make a video explaining the basics of interlibrary loan.
      c. Include interlibrary loan training in basic certification requirements.
      d. Use existing newsletters to update library staff on interlibrary loan procedures.
   2. Public library system level responsibilities:
      a. Provide training sessions and consulting staff to work with local libraries.
      b. Include tips and updates on interlibrary loan procedures in system newsletters.
   3. Local library staff responsibilities:
      a. Learn to use materials in the library and check local resources prior to making an interlibrary loan request.
      b. Attend training sessions on a regular basis.
      c. Develop clear policy for offering interlibrary loan and reference referral services to all users without cost to the user.

Issue Statement 5

How should interlibrary loan and referral services be funded in order to assure equity of access throughout the state?

Background

Current interlibrary loan costs

The costs of interlibrary loan and referral services are shared by the local, system, and state levels. Local library staff interview the patron, record patron needs, locate materials in their own collections, search for locations outside the library using local automated systems, WISCAT, OCLC, local and statewide union lists of serials, and other sources which may be available. Special libraries sometimes have regional or national networks to use in addition to statewide sources. Local library staff prepare the request to be sent to another library or clearinghouse by mail, delivery service, electronic mail, OCLC, QuILL or other method. When the materials arrive, the library staff notify the patron; hold the material for pickup or send photocopies to them; maintain interlibrary loan records; send overdues, if needed; and later return the material to the lending library. Local library staff also loan or FAX materials to other libraries and keep records related to these transactions.

System level clearinghouses process requests received from libraries in their system area. Some systems take requests directly from all types of libraries, while others require libraries other than public libraries to send their requests through a local public library. Most process requests on behalf of all types of libraries. System staff further verify bibliographic and holdings information, retrieve or pay for retrieval from the resource library, refer requests to other libraries in the system area, and prepare requests for transmission to other systems, the Reference and Loan Library, or WILS. System staff may also search for answers to reference and subject requests at the resource library or contract for this to be done.

In some cases, systems reimburse local libraries for lending materials to each other. In other systems, lending is largely done on a reciprocal basis or is expected in order to receive other system services.

The Division for Libraries and Community Learning manages the state aid program for public library systems and operates the Reference and Loan Library as an interlibrary loan clearinghouse and reference referral center. The Division has traditionally also paid for access to two state level resources on behalf of public library systems: WILS and Milwaukee Public Library. After January, 1996 the Division will discontinue financial support of the Milwaukee Public Library as a state level interlibrary loan resource due to insufficient funding in the contracts. Milwaukee Federated Library System will establish a system level clearinghouse to handle a portion of this traffic.

Academic and other libraries may belong to WILS and pay fees for the use of WILS services. Other state level libraries such as the State Law Library provide service for a fee. Libraries may also pay fees to belong to specialized consortia or to use commercial services.

In 1988, the Division hired King Research, Inc. to conduct a study of interlibrary loan and reference referral. As a part of the study, King Research attempted to determine the average costs of interlibrary loan and reference referral services. The King Research staff concluded that the current interlibrary loan and reference referral systems were cost effective and valuable. They said that interlibrary loan borrowing directly from other libraries was relatively fast, but cost more than processing requests through the clearinghouses used in Wisconsin. Libraries paid $9.36 to borrow materials directly from another library, $7.82 for requests filled by a public library system clearinghouse, and $7.53

for requests filled by the Reference and Loan Library after referral by a public library system. If there were no formal interlibrary loan system available in Wisconsin, the researchers concluded that the cost to libraries would be $9.5 million greater than the current cost or a return on investment of two to one.

The cost of reference referral was also found to be cost effective. The costs per fulfilled reference request were $14.74 for a request filled directly by another library, $13.40 for a request filled by a public library clearinghouse, and $11.16 for a request filled by the Reference and Loan Library after referral from a public library system clearinghouse.

Costs in the King study do not include any overhead costs. King Research tracked requests through the entire interlibrary loan process, recorded the amount of time needed to do specific tasks, and then calculated the cost of staff time using average salary cost. To these costs were added other costs recorded by the library including postage, photocopying or fees paid. Costs were not specific to each library processing requests. Since this study was done, salaries, postage and other costs have increased. Also, van delivery has replaced postage costs in many areas, and database searches are more frequently conducted to provide answers to reference requests.

Division staff have attempted to develop a program budget for costs of using state level clearinghouses or contracting libraries. For Milwaukee Public Library the costs are for the 1993-94 fiscal year and do not include the costs of space, administrative or collection overhead costs. The costs for WILS are from 1994-95 and do not include building or collection overhead costs. The costs from the Reference and Loan Library include actual costs for 1994-95, but use 1993-94 statistics. Costs for the Reference and Loan Library are figured with and without administrative, building, and collection overhead costs. Overhead costs for the Reference and Loan Library were figured separately because library staff engage in other activities (such as producing WISCAT) in addition to processing interlibrary loan and subject requests.

The cost of retrieving a book from the collection when bibliographic and holdings information has been verified is $5.45 from Milwaukee Public Library, $3.90 from WILS and $1.25/$2.00 (without/with overhead) from the Reference and Loan Library. The cost of verifying bibliographic and/or holdings information and referring a request to another library was $9.67 (includes basic fee and referral fee) for WILS and $3.45/$6.69 (without/with overhead) for the Reference and Loan Library.

Essentially, two types of systems have developed in Wisconsin. The state has paid for a structure to process interlibrary loan requests for public libraries or libraries which send their requests through public libraries or systems. This structure pays for the costs of public library systems to process interlibrary loan and reference requests and also pays for several state level interlibrary loan providers. According to their own system plan, systems decide whether or not to reimburse local libraries for lending materials to each other and to other libraries in the state. Systems cooperate with each other to provide access to materials statewide.

The second system, WILS, operates on a cost recovery basis with member libraries paying per transaction fees. WILS members lending materials receive a credit for each referral request filled.

Costs associated with automated technologies

Automated technologies offer the possibility of reduced costs in a number of areas. In other areas, the technologies offer the opportunity to increase services with the addition of a new cost. Costs of some automated technologies and the potential impact of using these technologies are summarized below. An attempt has been made to list the most obvious costs associated with each technology, however, these costs may not be the only costs associated with using the technology. Technologies are listed in the order they were presented in Issue #1.

OCLC:

OCLC has operated an automated interlibrary loan system since 1978. Library staff can create, transmit, and track the status of requests using this system. The estimated cost for an existing OCLC user of creating and transmitting a request including searching and identifying holdings is approximately $1.00 per request. Libraries which are not OCLC users would have to also pay costs associated with computer or terminal purchase if a computer is not already available, maintenance and telecommunications or dial up access. First Search, a user-oriented interface makes searching easier for novice searchers, but also has fees associated with its use.

Some OCLC users have also suggested that it might be desirable to create an on-line WISCAT on OCLC. Implementation of this project such a plan would have a variety of costs:

- Loading WISCAT holdings for non-OCLC libraries into OCLC.
- Searching the on-line database.
- Maintaining the on-line database (updating holdings for non-OCLC cataloging libraries)
- Creating and sending interlibrary loan requests.
- Telecommunications.
- Obtaining records for use in local automated systems.

In order to assess the feasibility and potential costs of an OCLC-based WISCAT, OCLC and WILS are sponsoring a six to twelve month pilot test with one public library system. This project includes tape-loading current WISCAT holdings for the participating library system at no cost and access to OCLC FirstSearch. During the pilot project OCLC and WILS will collect and analyze data on interlibrary loan request traffic and explore the development of annual, fixed subscription (not transaction-based) pricing for statewide use of the interlibrary loan system. Included in the pilot is an option for two months free access to FirstSearch reference databases (including full text) linked to the on-line WISCAT.

WISCAT and QuILL

The Division allocated $436,347 in 1994-95 for production of WISCAT. This included staff, Brodart contract, and supplies and services costs. It did not include building and supervisory overhead costs. During this year 1,057 libraries had their holdings in WISCAT, and approximately 800 libraries were expected to purchase the CD-ROM version of WISCAT. Libraries purchasing the entire set of CD-ROM discs paid $160 for eight discs, including the core set of five discs, the foreign language disc, the audiovisual disc and a cumulated quarterly update disc. In 1995-96, WISCAT contains nearly 5 million titles and 24 million holdings.

To utilize WISCAT, libraries need to have a microcomputer and a minimum of 5 CD-ROM drives. Costs of this equipment on the state contracts are $1,300 for a computer and $3,000 for five CD-ROM drives or a total of $4,300. All libraries currently using the CD-ROM version of WISCAT have already purchased this equipment.

If annual costs paid by the Division were passed back to the 800 libraries purchasing the CD-ROM discs, the cost to the library would be $705 per year. If libraries were charged for having their holdings in WISCAT, the cost could be $413 per library for those libraries not buying the discs and $572 for those libraries buying the discs. Other cost scenarios could be developed.

There are no figures indicating how many interlibrary loan transactions are processed by libraries using WISCAT. However, the 470 libraries using WISCAT which responded to the 1991 survey estimated that they searched over 4,000,000 records per year using WISCAT. If

all 800 libraries searched at the same levels, then approximately 5,680,000 records per year would be searched at a cost of less than ten cents per search.

Costs of QuILL use

The Division has recently begun installing QuILL sites in public library systems and in some local libraries. QuILL software integrates the WISCAT Le Pac system into an interlibrary loan management and telecommunications system. Libraries currently using WISCAT may choose to become QuILL sites. These libraries do not need to purchase additional computers or CD-ROM drives, but must have a modem and a phone line available and purchase the Crosstalk software. Startup costs are estimated to be $250 or less. Libraries must pay an annual cost for the QuILL software of $100. Ongoing telecommunications costs include the monthly cost of the phone line and between $50-$75 annual telecommunications costs. Interlibrary loan requests are contained in files which are uploaded and downloaded, and the time it takes does not vary a great deal with the number of requests sent. The speed of the modem appears to have a greater impact on time to transfer requests. Most sessions take 2-3 minutes per call.

Database search services and full text databases

Wisconsin libraries currently spend approximately $570,000 per year searching bibliographic and full text databases through Knight-Ridder (formerly DIALOG), Ovid (formerly CDP Technologies/BRS), and H.W. Wilson Company. Libraries also search other sources for which group contracts are not available through the Division.

Division staff identified about 20 vendors selling CD-ROM products, on-line access to full text information or document delivery of documents for a fee. Costs of access varied widely. Annual subscription costs varied from $500 to $6,000 depending on the service and coverage. On-line access costs varied so greatly that it was almost impossible to make any generalizations for individual libraries. Both CD-ROM and on-line vendors appeared willing to negotiate annual statewide contracts which varied in price from $50,000 to $200,000 depending on coverage and the estimated number of simultaneous users. On-line and document delivery provider costs were in the range of $5 to $25 per article. However, other costs such as license fees, password charges and telecommunications costs could be charged in addition to these charges.

DOCLINE

The development and use of DOCLINE is paid for by the National Library of Medicine. There is no cost to authorized library users to search the system and send interlibrary loan requests.

Internet

In addition, costs were estimated for libraries using the Internet to search an on-line database such as WISCAT, OCLC or other databases available via the Internet.

Libraries can access the Internet in a wide variety of ways. Libraries with local Internet nodes pay an installation fee and a flat annual fee regardless of use level. Telecommunications vendors are beginning to offer Internet accounts for as low as $1-2 per hour in some parts of the state. The state has recently setup a network called BadgerDial which allows libraries to pay a flat fee regardless of where in Wisconsin the library is located. Startup costs are $10 per user for setup fee and $50 for the Internet software. Telecommunications costs are $4.80 per hour. Annual telephone support costs $120. The costs below are based on use of BadgerDial.

Costs for use of the Internet will vary widely depending on the type of access available and, in the case of dial up users, the amount of searching conducted. Searching levels were based on the small, medium, and large volume users.

Small volume users

Library staff conducting less than 10 searches per day would potentially search between 30-60 minutes per day. Telecommunications costs would average between $600-$1,200 per year.

Medium volume users

Library staff conducting between 11-100 searches per day (average 2-3 hours per day) would pay between $2,400-$3,600 in telecommunications costs.

Large volume users

Library staff conducting more than 100 searches per day (average 5-7.5 hours per day) would pay between $6,000-$9,000 in telecommunications costs per year. It would not be cost effective for libraries to use BadgerDial for this level of searching, and these libraries should explore a direct connection to the Internet.

Local automated library systems

Shared automated circulation systems (those including the records of more than one library) allow library staff or patrons to search the database, determine if an item is owned by one or more of the libraries taking part in the system, determine if the item is available, and place a hold or reserve on the item. Many of the tasks associated with interlibrary loan are therefore handled as a part of the local system operation. South Central Library System has tracked costs associated with installing and operating a shared library system.

South Central Library System estimates that the initial start up costs vary from just under $20,000 for a library in a community with less than 2,000 population to approximately $50,000 for a community with a population of 10-12,000 people. The annual cost of operating the automated system is approximately $561,592 with libraries paying from $7,941 per year for the smallest user to $335,166 per year for the largest user. The cost of placing an interlibrary loan transaction on the system is $.11 and of retrieving the item from the shelves is estimated at $.25 per transaction for a total of $.36 per request.

Problems

1. Libraries are operated by many different government jurisdictions or private organizations. Therefore, their underlying funding sources are very different and not necessarily equitable. Some libraries can afford to develop local collections at a much higher level than others and some can afford to pay fees while others cannot.
2. The structure requires some libraries to pay fees directly, while others do not.
3. The hierarchical structure costs less than direct service between libraries, but it takes a longer time to process requests.
4. Funding sources from the state level are decreasing and it may not be possible to support the entire cost of current services. Decisions need to be made concerning which parts to support.
5. Electronic access may well provide better services and in some cases more cost-effective services, but there are often large one time costs to implement them. Electronic access doesn't necessarily reduce ongoing costs, although it broadens capabilities of library staff to provide services.

Subissues

Issue 5a

What agencies should be compensated and for what costs?

Issue 5b

How can the costs of interlibrary loan and reference referral be best determined?

Issue 5c

How can interlibrary loan be made more cost effective?

Issue 5d

How will electronic access impact costs and how should it be paid for?

Recommendations

A. Consideration for compensation for interlibrary loan services should be made as follows:

1. **Providers of unique materials and services should be compensated for loan of their materials.**
2. **Libraries engaging in reciprocal borrowing/lending should not expect to be compensated except when net lending is extensive and chronic over a period of time.**
3. **Compensation may not always be monetary. Services as well as payment may be considered compensation.**
4. **Compensation should cover costs for staff, materials and overhead. Overhead costs may include in-house supplies, postage, telephone bills, delivery and telecommunications charges.**
5. **The Division for Libraries and Community Learning should explore the cost of supplying electronic information to libraries and develop a model for paying for or sharing this cost.**

B. The method used to determine interlibrary loan and reference referral costs should be based in part on the reasons for needing to determine the costs. The following reasons could guide the determination of costs.

1. **To increase public awareness about the costs associated with interlibrary loan service.**
2. **To decide whether it is more cost-effective to buy an item or to borrow it.**
3. **To determine the best method for borrowing an item.**
4. **To establish budgets.**
5. **To establish appropriate roles and amounts for reimbursement.**

C. Interlibrary loan can be made more cost effective under the following circumstances.

1. **The level of staff assigned interlibrary loan duties is carefully evaluated, and assignments are made to staff with the lowest level of skill needed.**
2. **Creation of requests by users without staff mediation is encouraged.**
3. **Local resources are used before materials are borrowed through interlibrary loan.**
4. **Public awareness of costs is increased to encourage appropriate use of interlibrary loan services.**
5. **Work routines are streamlined, record keeping reduced, and the need for all statistics reassessed periodically.**